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HEADS OF AGRICULTURE AND FORESTRY SERVICES (HOAFS)
(Nadi, Fiji Islands, 24–27 September 2012)

Pacific Islands Regional Policy Framework for REDD+

(Paper prepared by the Secretariat)

PURPOSE

1. The purpose of this paper is to request HOAFS to note and recommend to MOAF for endorsement, the Pacific Islands Regional Policy Framework for REDD+ which would support and assist Pacific Island countries to participate in international regimes on greenhouse gas emission reductions and enhanced removals in the forest sector.

Background and Relevance to each Member Countries

2. Forest sector GHG emission reductions and removals in the Pacific Island countries, although relatively small, form an important component of national climate change mitigation programmes such as low carbon development strategies and nationally appropriate mitigation actions (NAMAs).

3. With almost 18% of global GHG emissions attributed to the forestry sector, international climate change policy developments are working towards a framework to reduce emissions from the removal of forests and to enhance GHG removals by maintaining and increasing forest areas. The framework is termed REDD+: Reducing Emission from Deforestation and forest Degradation PLUS conservation of forest carbon stocks, sustainable management of forest, and the enhancement of forest carbon stocks.

4. REDD+ activities can enable countries to create and sell carbon assets instead of, or alongside, timber assets. Accordingly, REDD+ activities in the larger forested Melanesian countries encompass an opportunity to access a potentially significant source of foreign exchange earnings.

5. The four larger Melanesian countries (Fiji, PNG, Solomon Is and Vanuatu) are developing national REDD+ programmes with international support to prepare themselves to receive performance-based payments from national scale accounted emission reductions. Smaller PICs could benefit from a project-based approach to REDD+.

6. To assist forest-related mitigation measures in the Pacific Island region, the Pacific Islands Heads of Forestry Meeting (September 2009 in Nadi, Fiji) has mandated SPC to develop a Regional Policy Framework for REDD+. Following multi-sectoral and multi-stakeholder consultations in the region, a final draft of the Pacific Islands Regional Policy Framework for REDD+ is hereby presented to HOAFS for consideration and recommendation to the Ministers of Agriculture and Forestry (MOAF) for endorsement.

Objectives of the Policy Framework for REDD+

7. The objectives of this Pacific Islands Regional Policy Framework for REDD+ are to:
 - i) Inform and support REDD+ programme development in Pacific Island Countries.
 - ii) Provide guidance to countries pursuing REDD+ activities.
 - iii) Support a “no-regrets” approach to REDD+ in the region.
 - iv) Assist the advancement of collaboration on the REDD+ initiatives in the Pacific region.
 - v) Guide the development of regional structures to support the forestry sector.
 - vi) Provide a basis for donor contributions to REDD+ activities.

Guiding Principles

8. The Policy Framework for REDD+ is guided by the following principles –
 - i) Accommodate the interests of each country to ensure benefits for both smaller and the larger countries.
 - ii) Acknowledge that the global REDD+ sector includes a potential future UNFCCC instrument, and current and future REDD+ mechanisms outside the UNFCCC.
 - iii) Support a “no regrets” approach to REDD+ that keeps options open to engage with possible future global instruments currently in development whilst taking advantage of mechanisms currently available.
 - iv) Ensure that any Pacific Island regional REDD+ initiatives are compatible with existing regional and national policies, programmes and frameworks for action.
 - v) Contribute to poverty alleviation and enhance livelihoods of Pacific Island communities.

RECOMMENDATION

9. That HOAFS take note of the process engaged by SPC and recommends to MOAF to:
 1. Endorse the Pacific Islands Regional Policy Framework for REDD+
 2. Support and assist Pacific Island countries to participate in international forest carbon financing regimes such as REDD+

PACIFIC ISLANDS REGIONAL POLICY FRAMEWORK FOR REDD+

Reviewed Second Draft V3.3

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1. Introduction

The development of a Pacific Islands Regional Policy Framework for REDD+ was recommended at the Heads of Forestry meeting of 2009 in Nadi, Fiji to support Pacific Island countries to address and participate in international regimes on greenhouse gas emission reductions and enhanced removals in the forest and trees sector. The quest for a regional approach is also in recognition of the need to support countries that find international requirements for forest carbon programmes challenging. This recommendation was taken up by the Secretariat of the Pacific Community (SPC) and the themes of the framework were elaborated at the 2011 Pacific Regional Forestry Technical Meeting.

The policy framework was drafted during the first and second quarter of 2012 following a national and regional multi-sectoral consultation process that involved stakeholders from government, non-governmental organisations, development partners and civil society. The consultation was facilitated through the provision of briefing papers¹.

This process was supported through the SPC/GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit) regional project “Climate Protection through Forest Conservation in Pacific Island Countries” funded by the German International Climate Initiative.

This Pacific Islands Regional Policy Framework for REDD+ is designed to provide policy options to guide REDD+ programme development at the regional and national scale, and to provide a rationale for financial support for the sustainable management and use of forest and tree resources.

The Pacific Islands Regional Policy Framework for REDD+ was endorsed by the Pacific Ministers for Agriculture and Forestry at the Ministers of Agriculture and Forestry meeting held on 28 September 2012 in Nadi, Fiji.

1.1 Background

1.1.1 Global Framework

REDD+ arose in response to the lack of a UNFCCC (United Nations Framework Convention on Climate Change) instrument for developing countries to gain access to incentive payments for reducing GHG emissions from the forest sector. The UNFCCC defines REDD+ as – “Reducing Emissions from Deforestation and forest Degradation (REDD), the conservation of forest carbon stocks, sustainable management of forest, and the enhancement of forest carbon stocks (+)”.

REDD+ involves performance-based payments for greenhouse gas (GHG) emission reductions and/or enhanced removals in the forest sector.

The Intergovernmental Panel on Climate Change (IPCC) developed three principal categories for forest carbon accounting relevant to the framing of REDD+ as follows:

1. Forest land converted to non-forest land (deforestation or avoiding deforestation).
2. Forest land remaining forest land (degradation or avoiding degradation, conservation of forest carbon stocks, or enhancement of forest carbon stocks).
3. Land converted to forest land (afforestation/reforestation).

This policy framework incorporates both the UNFCCC decisions and the IPCC good practice guidance for determining the implementation of REDD+ activities.

¹ Consolidated in the document – “Background to the Pacific Islands Regional Policy Framework for REDD+”

1.2 Regional REDD+ Issues

1.2.1 Regional Drivers of Deforestation and Forest Degradation

The major drivers of deforestation and forest degradation in the Pacific Islands are planned and unplanned timber harvesting and agricultural expansion. The lesser drivers include infrastructure expansion and mining and quarrying. These drivers are influenced by:

- a. Demand for economic development both locally and nationally
- b. Demand for logs and timber outside the region
- c. Demand for land for food security and agricultural development

1.2.2 Relevance to Each Member State

Forest sector GHG emission reductions and removals in the Pacific Island countries, although small on a global scale, can still form an important component of national climate change mitigation actions such as low emissions development strategies and nationally appropriate mitigation actions (NAMAs).

REDD+ activities provide an opportunity to create and sell (export) carbon assets instead of, or along side, timber assets. Accordingly, REDD+ activities in the larger Melanesian countries encompass an opportunity to access a significant source of foreign exchange earnings.

Countries that have small areas of forest cover but with high local importance for supporting the well-being of local communities can still benefit from REDD+ project approaches for protecting and enhancing these areas (like management of watersheds, coastal protection, flood mitigation). These forest ecosystem services are commonly underestimated in the national accounts of small Pacific Island countries.

A regional REDD+ policy framework can guide technical and financial support for “no-regrets” forest sector developments that have not been implemented by the countries due to lack of resources.

1.2.3 Non-Carbon Benefits

REDD+ activities will also help to deliver (and co-finance) beneficial outcomes for climate change adaptation, disaster risk reduction and maintaining ecosystem services, including stable water supply, preventing soil erosion and biodiversity conservation benefits.

2. Objectives of the Policy Framework for REDD+

The objectives of this Pacific Islands Regional Policy Framework for REDD+ are to:

1. Inform and support REDD+ programme development in Pacific Island Countries.
2. Provide guidance to countries pursuing REDD+ activities.
3. Support a “no-regrets” approach to REDD+ in the region.
4. Assist the advancement of collaboration on the REDD+ initiatives in the Pacific region.
5. Guide the development of regional structures to support the forestry sector.
6. Provide a basis for donor contributions to REDD+ activities.

3. Guiding Principles

The Pacific Islands Regional Policy Framework for REDD+ is guided by the following principles:

- A. Accommodate the interests of each country to ensure benefits for both smaller and the larger countries.
- B. Acknowledge that the global REDD+ sector includes a potential future UNFCCC instrument, and current and future REDD+ mechanisms outside the UNFCCC.
- C. Support a “no regrets” approach to REDD+ that keeps options open to engage with possible future global instruments currently in development whilst taking advantage of mechanisms currently available.
- D. Ensure that any Pacific Island regional REDD+ initiatives are compatible with existing regional and national policies, programmes and frameworks for action.
- E. Contribute to poverty alleviation and enhance livelihoods of Pacific Island communities

4. Policy Framework

4.1 Scope of Activity Types

4.1.1 ‘Scope’ refers to the type of activity that can be undertaken and how the emission reductions and removals will be accounted. The financing instrument determines eligible activities. UNFCCC decisions and non-UNFCCC REDD+ financing mechanisms support the following activity options:

1. The reduction or avoidance of emissions from deforestation.
2. The reduction or avoidance of emissions from forest degradation.
3. Forest conservation
4. Sustainable management of forests
5. The enhancement of forest carbon stocks and afforestation / reforestation.

4.1a Pacific Island countries will need to identify their priorities for REDD+ activities. This should take into account national and local circumstances.

4.1.2 Performance-based payments for REDD+ activities require defining activities in terms of the difference between a baseline/reference scenario and the implementation scenario.

Baseline/reference scenarios can include:

- a. Deforestation is occurring or is likely to occur in the future.
- b. Forest degradation is occurring or is likely to occur in the future.
- c. A forest is already degraded and remaining degraded.
- d. There is potential for a forest land use to replace a non-forest land use.

Implementation scenarios can involve:

1. Avoidance of current or future deforestation by protecting a forest.
2. Avoidance of current or future deforestation by implementing sustainable forest management.
3. Avoidance of current or future degradation by implementing sustainable forest management
4. Conversion of a low carbon (degraded) forest to a high carbon forest.

5. Conversion of non-forest land to forest land (including re-establishment of indigenous forest, plantation establishment, and agroforestry).

4.1.2a *Pacific Island countries considering engagement with REDD+ will need to identify baseline/reference level situations and potential implementation opportunities.*

4.1.3 The greatest per hectare financial returns from REDD+ activities are where the carbon stock difference between the “without-payment” and the “with-payment” scenario is largest. The positive difference between the “without-payment” and “with-payment” carbon stock can be understood as ‘carbon benefits’.

4.1.3a *In order to prioritise which activity types to pursue, Pacific Island countries should estimate the approximate per hectare carbon benefits associated with different activity types. Non-carbon co-benefits and alignment with existing national priorities should also be considered.*

4.2 Scale of Activities

4.2.1. REDD+ will suit different countries at different scales. The scale of approach will also depend on what financing instruments are available.

4.2.1a *The larger Pacific Island countries may want to consider the following options:*

National approach	Involves national carbon accounting and the distribution of financial benefits to nations from the financing instrument. Nations then need to develop sub-national financial benefits distribution systems. May be required under the UNFCCC; currently an option outside UNFCCC.
Jurisdictional and nested approach	A jurisdiction is either a national or sub-national entity. This approach involves jurisdiction-scale carbon accounting in combination with jurisdictional-scale and/or project-scale activities. Currently an option outside the UNFCCC; may be an option under the UNFCCC.
Project scale approach	Involves project-scale carbon accounting and the distribution of financial benefits from financing instruments directly to forest-owning communities. A potentially valuable approach: <ul style="list-style-type: none"> - for early action prior to the availability of a UNFCCC mechanism; - if the UNFCCC does not produce a financing instrument; - if a country elects to not undertake the UNFCCC approach. Individual projects can operate over areas between tens of hectares to tens of thousands of hectares depending on the financing instrument.
Grouped project approach	Enables the bundling and replication of projects in a ‘programme of activities’. This approach can be used to: <ol style="list-style-type: none"> a. Generate economies of scale for several small project sites b. Operate national crediting schemes without the need for national scale REDD+ engagement, c. Bundle projects from different islands within a country and/or between countries

- 4.2.1b *Pacific Island countries with small-scale forest cover may want to consider a project scale or grouped project approach only.*
- 4.2.1c *Pacific Island countries could begin their REDD+ engagement at sub-national scale and then upscale to a national level if desirable.*
- 4.2.1d *The Secretariat of the Pacific Community should facilitate the establishment of purpose-built financing instruments to support very small-scale REDD+ activities (e.g. areas <50ha) to enable countries with small-scale forest cover to benefit from REDD+.*

4.3 REDD+ Readiness

4.3.1 Development of REDD+ programmes and projects commonly require capacity that may not yet exist in the country. As such, capacity building for REDD+ implementation will need to be undertaken.

4.3.2 National scale REDD+ readiness activities include the development of:

- i. REDD+ policies, strategies, action plans, guidelines, and legislation to define forest carbon rights, forest carbon financing and benefit sharing arrangements, governance structures, and linkage with other policies and programmes.
- ii. National reference levels (RLs)/reference emissions levels (RELs) and MRV (measurement, reporting, and verification) systems for forest area change monitoring, forest carbon stock and stock change assessments, forest research for the determination of national default values, allometric equations and conversion factors for forest carbon accounting parameters.
- iii. Demonstration activities (e.g. pilot projects).
- iv. Multi-stakeholder awareness-raising, training and consultation.

4.3.2a *Pacific Island countries will only need to consider full national scale REDD+ readiness if they intend to undertake national scale REDD+ implementation.*

4.3.2b *Pacific Island countries have the option to do national scale monitoring whilst allowing sub-national scale implementation*

4.3.2c *Pacific Island countries need a conducive national policy framework if intending to undertake national scale REDD+ implementation*

4.3.2d *Pacific Island countries need to strengthen the capacity of the forestry sector in order to benefit from performance-based payments from REDD+ implementation*

4.3.3 Project-scale preparation activities are defined by:

- i. The administrative and methodological requirements of internationally recognised forest carbon standards for the design, development, implementation and monitoring of project activities.
- ii. The measurement and reporting requirements of validation and verification entities.
- iii. The administrative requirements of carbon registries.
- iv. The consultative and financial management requirements of project owners.

4.3.3a *Pacific Island countries electing project-scale REDD+ implementation can devolve project-scale preparation to project proponents (project owners and project developers).*

4.3.3b *Project-scale activities should be subject to government regulation and contribute to the capacity building of the forestry sector.*

4.3.4 Demonstration activities are an extremely valuable means of scoping and testing of readiness requirements and have the potential to deliver tangible benefits on the ground without delay.

- 4.3.4a *Pacific Island countries can undertake pilot projects to come to a more rapid understanding of the practical readiness requirements for REDD+ implementation.*
- 4.3.4b *Pilot projects can be used to test the local feasibility of each activity type with the option to scale up successful pilot projects as grouped projects.*
- 4.3.4c *Pilot projects should be carefully designed and planned to ensure they are commercially viable, maximize the return on donor investments, minimize risk of project failure and avoid disillusionment among key stakeholders.*

4.4 REDD+ Implementation

- 4.4.1 The implementation of REDD+ activities constitutes the annual and on-going delivery of real, measurable and additional GHG emission reductions and/or enhanced removals, sufficient to justify performance-based payments.
- 4.4.2 REDD+ implementation financing mechanisms currently available include *ex ante* (a promise to deliver in future) and *ex post* (already delivered) payment structures. *Ex ante* payment structures frequently involve long-term delivery contract obligations which do not allow for sufficient flexibility to transition to a possible future UNFCCC (or other international) financing instrument.
 - 4.4.2a *Pacific Island countries will keep their options open if they concentrate on ex post payment structures in their REDD+ policies, strategies, and programmes.*
 - 4.4.2b *Pacific Island countries could benefit from engaging with existing financing instruments for REDD+ implementation (for example, the carbon markets), rather than waiting for the availability of a UNFCCC instrument, because this will enable these countries to:*
 - i. *Scope out detailed requirements for national or sub-national REDD+ programme design.*
 - ii. *Build REDD+ capacity through 'learning-by-doing'.*
 - iii. *Reduce the risk of over-investing in forms of REDD+ readiness that become redundant.*
- 4.4.3 REDD+ implementation activities can generate co-benefits that are relevant to other forms of strategic sustainable development.
 - 4.4.3a *Pacific Island countries will gain by linking REDD+ implementation with other national programmes such as Nationally Appropriate Mitigation Actions (NAMAs), Low Emissions Development Strategies, national climate change adaptation and disaster risk reduction, National Biodiversity Strategies and Action Plans (NBSAP), and Sustainable Land Management (SLM) Strategies.*
- 4.4.4 Various forest carbon standards now exist in the carbon market that quality assure REDD+ activities equivalent to the requirements of the UNFCCC and IPCC. Such standards enable strict quality controls without the need for additional capability or resources in government regulatory agencies.
 - 4.4.4a *Pacific Island countries have the option to regulate REDD+ implementation by requiring activities to be validated and verified to internationally recognised forest carbon market standards to ensure that such activities will be in line with international best practice.*

4.5 Approaches to MRV

- 4.5.1 Payments for performance-based REDD+ activities are dependent upon proof that emission reductions have been delivered. This proof is provided in the form of measurement, reporting and verification (MRV) systems. REDD+ monitoring systems involve remote sensing to determine forest area change, and forest inventory systems to determine forest carbon stocks per unit area.

4.5.1a National REDD+ MRV systems should contribute to the national greenhouse gas inventory and emissions reporting as required under commitments to the UNFCCC (national communication).

4.5.2 Any future UNFCCC REDD+ financing mechanism and any credible non-UNFCCC REDD+ financing instrument requires MRV with technical specifications consistent with the Land Use, Land Use Change and Forestry (LULUCF) guidance and guidelines of the Intergovernmental Panel on Climate Change (IPCC).

IPCC (2006) guidelines provide guidance on the three methods that may be used for obtaining and representing information on area and area changes for national GHG inventories.

Tier 1 simplest to use with equations and default parameter values applied);

Tier 2 use the same methodological approach as Tier 1 but applies emission and stock change factors based on country- or region-specific data;

Tier 3 higher order methods are used, including models and inventory measurement systems tailored to address national circumstances repeated over time. These higher order methods provide estimates of greater certainty than lower tiers.

4.5.2a Pacific Island countries will have to expand existing forest monitoring systems to MRV approaches that are consistent with the LULUCF guidance and guidelines of the IPCC.

4.5.2b Pacific Island countries should develop their MRV systems based on the data currently available and make a commitment to improve this through time. Pacific Island countries should try and achieve Tier 2 level reporting. If achieving Tier 2 is not possible, due to limited resources and data, a combination of tiers can be used.

4.5.2c Pacific Island countries should work to enhance their MRV capabilities from demonstration activities in pilot sites.

4.5.3 REDD+ MRV systems need to match the scale of REDD+ engagement.

4.5.3a Pacific Island countries electing national or jurisdictional scale REDD+ engagement will benefit from an approach that involves:

i. Undertaking an MRV gap analysis of existing data sets and capability, followed by gap filling to strengthen MRV systems and capabilities through time to a point at which these systems are ready for engagement in REDD+ implementation.

ii. Developing national or jurisdictional MRV readiness in parallel with project scale REDD+ implementation, and using experience gained in project scale implementation to strengthen policy and MRV aspects of their REDD+ programmes.

4.5.3b If a country elects to engage with REDD+ at the project scale, only project scale MRV will be required. Project-scale MRV can involve the use of local and international capabilities including the outsourcing of project design, development, and implementation and monitoring components to recognised project developers.

4.5.3c Pacific Island countries electing to undertake project-scale REDD+ engagement will be able to use MRV capability built at a project scale to inform and support any transition to jurisdictional or national scale REDD+ engagement in the future.

4.5.5 National forest carbon RL/REs provide the benchmark for historical GHG emissions and future GHG emission reductions and removals.

4.5.5a Pacific Island countries electing a national approach will have to set forest carbon RL/REs to access the UNFCCC mechanism for the performance-based phase of REDD+ payments.

4.5.6 The development of MRV systems across the Pacific presents an opportunity to coordinate such development on a regional scale.

4.5.6a SPC could support the development of national MRV systems by:

- i. Promoting MRV compatibility across the region.*
- ii. Facilitating regional collaboration on biomass allometric models and equations.*
- iii. Coordinating capacity building across the region, including the strengthening of remote sensing and GIS capability and the expansion of existing forest inventory methodologies to REDD+ scope.*
- iv. Assisting with the adaptation of methodologies to suit small scale approaches (particularly for the smaller islands).*
- v. Facilitating regional-scale funding support to generate economies of scale.*
- vi. Support national forest inventories for coastal forest and mangroves.*

4.6 Safeguards

4.6.1 The UNFCCC has developed a set of REDD+ safeguard principles that cover: REDD+ compatibility with existing national programmes, transparent governance, the rights of indigenous peoples, multi-stakeholder engagement, biodiversity conservation, permanence, and leakage.

4.6.1a Countries will need to ensure that safeguards will be considered in all national REDD+ readiness and implementation activities.

4.6.1b There need to be compatibility between national plans, programmes and REDD+ strategies.

4.6.1c Project-based approaches can comply with safeguard requirements by verifying activities through established international standards (e.g. Climate Community and Biodiversity Standard and Plan Vivo Standard).

4.6.2 The success of REDD+ implementation is dependent upon transparent governance and financial discipline in REDD+ programmes and projects.

4.6.2a Pacific Island countries should strengthen their REDD+ programmes by integrating REDD+ with other forest governance and integrity programmes such as:

- Forest Law Enforcement Governance and Trade (FLEGT) voluntary partnership agreements*
- Forest Governance Integrity in Asia Pacific*
- Transparency International*
- Forest certification*

4.6.3 REDD+ implementation can take place on government-owned land, freehold land, and/or customary land. Performance-based payments for REDD+ will be dependent upon clear delineation of land tenure, carbon tenure arrangements, as well as effective, equitable, and transparent benefit sharing arrangements for REDD+ implementation activities.

4.6.3a Pacific Island countries and/or REDD+ project proponents will need to clarify land and forest carbon tenure arrangements as a key condition of REDD+ implementation.

4.6.3b Pacific Island countries already possess laws and regulations guiding the production, distribution and sale of commodities (e.g. timber, minerals) derived from natural resources. These laws and regulations can be used as a starting point for the development of laws and regulations (including taxation) guiding the production, distribution and sale of carbon assets.

4.6.3c Pacific Island countries should ensure effective, equitable and transparent distribution of benefits arising from REDD+ implementation. Benefit distribution and benefit sharing systems should address gender equality.

4.6.3d Pacific Island countries should share experiences on involving resource owners, defining forest carbon rights and REDD+ financial benefit distribution.

4.6.4 REDD+ implementation activities must be in line with international instruments to protect the rights of indigenous people. These instruments include the United Nations Declaration on the Rights of Indigenous People (UNDRIP) and United Nations Convention on the Safeguarding of Intangible Cultural Heritage (UNCSICH). Almost 90% of land in the Pacific Islands is under customary ownership making the indigenous people of the Pacific major resource owners.

4.6.4a Pacific Island countries should ensure that the knowledge and rights of indigenous people are respected and protected and constitutional rights of customary landowners are not violated by REDD+ activities.

4.6.4b Pacific Island countries should recognise that the integrity and durability of REDD+ implementation will depend upon definition and adherence to the principle of free, prior, informed consent (FPIC) of resource owners.

4.6.5 There are different key stakeholder groups relevant to REDD+ activities in the Pacific Islands whose involvement is either necessary or will strengthen the quality and durability of REDD+ programmes. The stakeholder groups include government agencies, resource owners, local communities, education and research institutions, civil society organisations, and the private sector.

4.6.5a Pacific Island countries should consider the inclusion of all relevant expertise and experience to REDD+ in the design, operation and governance of such programmes.

4.6.5b Project developers should encourage the active participation of women in the development of REDD+ activities.

4.6.5c REDD+ stakeholders should identify and address risks to the equitable socio-economic benefits of men, women, youth and people living with special needs.

4.6.6 The UNFCCC decisions on safeguards focus also on the conservation of biological diversity and ecosystem services in line with the decisions of the CBD on the conservation and restoration of ecosystems.

4.6.6a Pacific Island countries should ensure REDD+ activities are consistent with the conservation of natural forests and biological diversity and that REDD+ programmes and projects are not used for the conversion of natural forests.

4.6.7 The continued flow of performance-based payments for REDD+ activities depends on the permanence of the GHG emission reductions and/or removal enhancements.

4.6.7a To ensure permanence, Pacific Island countries and/or project proponents should:

- i. Define legal instruments and enforce their application for safeguarding the permanence of GHG emission reductions and/or removal enhancements.*
- ii. Address the drivers of deforestation and forest degradation.*
- iii. Ensure equitable distribution of benefits to secure ongoing resource owner support and participation.*
- iv. Require minimum timeframes for implementation activities (e.g. multi-decadal forest protection).*

4.6.8 Leakage (the displacement of emissions) occurs when REDD+ activities cause a reduction of emissions at one location, and an increase of emissions in another (i.e. no net benefit to the atmosphere). Local leakage can be reduced by addressing local drivers, and is usually a requirement of project-scale financing instruments. Leakage within one country is eliminated if a national-scale approach to REDD+ is used.

4.6.8a Pacific Island countries will need to address leakage as an integral component of REDD+ implementation.

4.6.8b Controlling leakage across the Pacific Island region will require regional cooperation.

4.7 Information, Training and Education

- 4.7.1 Reporting and verification of REDD+ activities require document management, data management and reporting systems sufficient to meet the requirements of REDD+ standards imposed by the financing instruments.
- 4.7.1a *Pacific Island countries electing national scale REDD+ engagement will require national information, document management, data management and reporting systems.*
 - 4.7.1b *Pacific Island countries undertaking project-scale REDD+ engagement have the option to devolve the responsibilities for REDD+ document and data management and reporting systems to project proponent. If doing so, insist that information and data gathered is made available at the national and regional level.*
- 4.7.2 REDD+ information, data, and reports generated in one country will benefit other countries.
- 4.7.2a *A regional information platform for REDD+ should enable biophysical and socio-economic information sharing among key REDD+ stakeholders and allow for exchange of lessons learned from national REDD+ activities such as policy, strategy, MRV, demonstration activities on pilots sites and REDD+ project implementation.*
- 4.7.3 Many different components of REDD+ readiness and implementation require the production of new information by means of socio-economic and technical research.
- 4.7.3a *Pacific Island countries should encourage regional cooperation and strategic partnerships with research institutions both within the region and internationally.*
 - 4.7.3b *Pacific Island countries should collaborate on research on carbon stock default values to enable them to achieve IPCC Tier 2 level reporting.*
- 4.7.4 REDD+ activities require skill-sets that are not always fully available among implementing national agencies.
- 4.7.4a *Pacific Island countries should build and enhance REDD+ technical capability by:*
 - i. *Utilising in-country capability where possible.*
 - ii. *Outsourcing international capability where necessary.*
 - iii. *Training in-country capability to higher specifications where practicable, to lower reliance on international outsourcing through time.*
 - iv. *Identifying requirements that are more efficient to permanently outsource internationally.*
 - v. *Developing technical capabilities at a regional level that can be utilised by all Pacific Island countries.*
 - vi. *Encouraging the development and use of regional training facilities for officers and staff from all relevant sectors including non-governmental organisations, community-based organisations and the private sector.*
 - vii. *Including regionally coordinated study tours of demonstration sites.*
 - viii. *Integrating capability transfer from international experts to local staff.*
- 4.7.5 Future REDD+ programmes and projects in the Pacific Islands will require qualified and specialised graduates or personnel.
- 4.7.5a *Pacific Island countries should aim at:*
 - i. *Integrating REDD+ themes into existing national and regional tertiary educational institutions.*
 - ii. *Providing support for postgraduate research in applied REDD+ themes.*

- 4.7.6 The public and stakeholders involved in REDD+ activities need to understand the opportunities, responsibilities, costs and benefits associated with their engagement with REDD+ implementation.
- 4.7.6a *REDD+ activities in each country will benefit from timely communication of significant international REDD+ negotiation decisions.*
- 4.7.6b *Public awareness information concerning REDD+ should simplify the issues as much as possible in a way that is accessible for local communities and other stakeholder groups.*

4.8 Regional Support

- 4.8.1 Pacific Island countries planning and undertaking REDD+ activities would benefit from regional REDD+ support entities.
- 4.8.1a *A regional REDD+ supporting function should be incorporated into SPC to:*
- i. Provide strategic advisory services.*
 - ii. Coordinate activities undertaken on a regional scale.*
 - iii. Act as an implementation partner and host of donor funding for regional REDD+ initiatives.*
 - iv. Host the Regional REDD+ Information and Support Platform (at the SPC Land Resources Division) including effective sourcing and exchange of technical expertise.*
 - v. Operate a regional centre (at the Applied Geoscience and Technology Division of SPC – SOPAC) for generating and storing geo-spatial information and training in remote sensing and GIS for REDD+.*
- 4.8.2 Controlling leakage across the Pacific Island region will require regional cooperation.
- 4.8.2a *Pacific Island countries can help control leakage drivers that move across national boundaries (e.g. international logging companies) by establishing a regional registry of logging concessions, logging licences and REDD+ projects.*

4.9 International Engagement

- 4.9.1 REDD+ is being developed as part of a global policy, technical, and financing process through the UNFCCC, multilateral development banks, multilateral programmes, and bilateral agreements.
- 4.9.1a *The Pacific Island region can improve its representation in global REDD+ negotiations by articulating a common regional message that emphasises the common needs and interests of the region, whilst recognising intra-regional differences where appropriate.*
- 4.9.1b *Pacific Island countries should ensure regional representation of forestry and REDD+ interests at all international climate change negotiations and preparatory meetings including those organized by CROP (Council of Regional Organisations of the Pacific) agencies.*
- 4.9.2 Multilateral environmental agreements (MEAs) each impose national reporting requirements that present a significant resourcing challenge to the ratifying countries.
- 4.9.2a *Pacific Island countries should endeavour to streamline REDD+ reporting systems with existing national MEA reporting requirements.*

Abbreviations

A/R	Afforestation/Reforestation
CBD	Convention on Biological Diversity
CO₂	Carbon dioxide
CROP	Council of Regional Organisations of the Pacific
FAO	Food and Agriculture Organization of the United Nations
FPIC	Free, Prior, and Informed Consent
GHG	Greenhouse gas
GIS	Geographical Information System
GIZ	German Agency for International Cooperation
IPCC	Intergovernmental Panel on Climate Change
LULUCF	Land Use, Land Use Change and Forestry
MEA	Multilateral Environmental Agreements
MRV	Measuring, reporting and verification
NAMAs	Nationally Appropriate Mitigation Actions
REDD	Reducing Emissions from Deforestation and forest Degradation
REDD+	REDD + forest conservation, sustainable management of forests, forest carbon stock enhancement
RL/REL	Reference level/reference emissions level
SFM	Sustainable Forest Management
SLM	Sustainable Land Management
SOPAC	Applied Geoscience and Technology Division of SPC
SPC	Secretariat of the Pacific Community
UNCCD	United Nations Convention to Combat Desertification
UNCSICH	United Nations Convention for the Safeguarding of the Intangible Cultural Heritage
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples
UNFCCC	United Nations Framework Convention on Climate Change

Glossary

Afforestation	The direct human-induced conversion of land that has not been forested for a period of at least 50 years to forested land through planting, seeding and/or the human-induced promotion of natural seed sources. (UNFCCC)
Agroforestry	A collective name for land use systems and practices in which woody perennials are deliberately integrated with crops and/or animals on the same land management unit. The integration can be either in a spatial mixture or in a temporal sequence. There are normally both ecological and economic interactions between woody and non-woody components in agroforestry”
Baseline	A scenario (or forecast) that represents the emission of human-caused GHG that would occur in the absence of the proposed project activity or contemplated policy intervention. In REDD projects the baseline is a key component because emissions reductions credits are generated based on performance against the baseline.
Carbon	Substance composed of carbon atoms. Not to be confused with carbon dioxide (see ‘carbon dioxide’).
Carbon Assets	The potential of greenhouse gas emission reductions that a project is able to generate and sell. (World Bank)
Carbon Budget	The balance of the exchanges of carbon between carbon pools or between one specific loops (e.g. atmosphere-biosphere) of the carbon cycle. The examination of the budget of a pool or reservoir will provide information whether it is acting as a source or a sink (IPCC, 2003)
Carbon Dioxide	A naturally occurring gas, and also a by-product of burning fossil fuels and biomass, as well as land-use changes and other industrial processes. It is the principal anthropogenic greenhouse gas that affects the Earth’s radiative balance. It is the reference gas against which other greenhouse gases are measured and therefore has a Global warming Potential of 1. (3 rd Assessment Report (TAR), IPCC, 2001).
Carbon Market	A market instrument used in the context of emissions trading whereby carbon units are traded.
Carbon Pool	A reservoir of carbon. A system that has the capacity to accumulate or release carbon. Carbon pools are measured in terms of mass (e.g., metric tonnes of carbon). The major carbon pools associated with forestry projects include live biomass (including above and below ground components such as roots), dead biomass, soil and wood products.
Carbon Sink	Natural features that absorb or sequester greenhouse gases from the atmosphere. Forests are the most common form of sink, though soils, peat, permafrost, sediments, freshwater, ocean water and carbonate deposits in the deep ocean also absorb carbon. Carbon sinks absorb many of the naturally occurring greenhouse gases; however, the vastly increased rate of emissions resulting from human activities outpaces the natural capacity to remove carbon from the atmosphere. LULUCF activities such as land management and forestry that utilize sinks to remove GHGs may be commodified (carbon glossary)

Carbon Source	Any process or activity which releases carbon dioxide into the atmosphere (adopted from <i>source</i> , IPCC, 2006)
Carbon Stock	The volume of carbon contained in a carbon reservoir or pool (e.g. in a forest or soil).
Climate Change Adaptation	Initiatives and measures to reduce the vulnerability of natural and human systems against actual or expected climate change effects. Various types of adaptation exist, e.g. anticipatory and reactive, private and public, autonomous and planned. Examples are raising river or coastal dykes, the substitution of more temperature-shock resistant plants for sensitive ones, etc. (4 AR, IPCC, 2007).
Climate Change Mitigation	A human intervention to reduce the sources or enhance the sinks of greenhouse gases. Although several social, economic and technological policies would produce an emission reduction, with respect to climate change, mitigation means implementing policies to reduce greenhouse gas emissions and enhance sinks (4 AR, IPCC, 2007).
Co-benefits (in REDD+)	Are additional benefits that can accrue beyond the status quo when undertaking REDD+ activities (while safeguards can be viewed as the “do no harm” principle) (IISD)
Deforestation	The direct human-induced conversion of forested land to non-forested land. (UNFCCC, 2001) The conversion of forest to another land use or the long-term reduction of the tree canopy cover below the minimum 10 percent threshold. (FAO 2001)
Drivers	Drivers refer to processes that cause something to occur. A driver of deforestation may be demand for agricultural land. A driver of reforestation might be demand for plantation timber.
Emissions	Greenhouse gas emissions. The principle greenhouse gas in the forest sector is carbon dioxide. Carbon dioxide emissions arise from the burning and decomposition of wood and vegetation.
Enhancing Removals by Sinks	Carbon sinks sequester carbon dioxide from the atmosphere. Incentive payments from carbon markets or carbon financing are commonly only eligible for undertaking a management intervention that enhances the removal of atmospheric carbon dioxide by sinks. This is because incentive payments are not required for what nature would do anyway. Accordingly, management interventions seeking incentive payments need to demonstrate that the intervention enhances the rate of carbon sequestration by sinks. Examples of such interventions include a change in land use or a change in management practices.
Ex ante payments	Payments are provided before the carbon benefit has been delivered. Buyers pay for emissions reduction credits before the reductions have occurred in expectation of future emission reductions.
Ex post payments	Payments are delivered after the carbon emission reductions have been generated. Carbon offsets are issued after independent verification of emission reductions. Ex-post offsets are based on the measurement of emission reductions which have already occurred on site as a result of the project activities.

Forest	<p>Land spanning more than 0.5 hectares with trees higher than 5 meters and a canopy cover of more than 10 percent, or trees able to reach these thresholds in situ.</p> <p>It does not include land that is predominantly under agriculture or urban use. Forest is determined both by the presence of trees and the absence of other predominant land uses. Areas under reforestation that have not yet reached but are expected to reach a canopy cover of 10 percent and a tree height of 5 meter are included, as are temporarily unstocked areas, resulting from human intervention or natural causes, which are expected to regenerate.</p> <p>Includes: Areas with bamboo and palms provided that height and canopy cover criteria are met; forest roads, fire breaks and other small open areas; forest in national parks, nature reserves and other protected areas such as those of scientific, historical, cultural or spiritual interest; windbreaks, shelterbelts and corridors of trees with an area of more than 0.5 hectares and width of more than 20 meters;[...]</p> <p>Excludes; tree stands in agricultural production systems, for example in fruit plantations and agroforestry systems. The term also excludes trees in urban parks and gardens (FAO, 2006: 171)</p>
Greenhouse gas	<p>Trace gas capable of re-emitting infra red solar radiation, and has the effect of insulating the atmosphere (greenhouse effect). Greenhouse gases are a natural component of the Earth's atmosphere, without which the Earth would not be suitable for life. The addition of greenhouse gases to the atmosphere can amplify the greenhouse effect and contribute to global warming.</p>
Improved Forest Management	<p>Activities related to improved forest management are those implemented on forest lands managed for wood products such as sawtimber, pulpwood, and fuelwood and are included in the IPCC category "forests remaining as forests". Improved forest management includes conversion from conventional logging to reduced impact logging (e.g. sustainable forest management), and conversion of logged forests to protected forests.</p>
Leakage	<p>Direct emissions elsewhere caused by the emission reduction in the project/program. The efforts for reducing emissions in one place shift them to another location or sector where they are uncounted and perhaps uncontrolled.</p>
Measurement Reporting and Verification (MRV)	<p>A greenhouse gas inventory at a national or sub national/project scale that enables an accurate measurement and monitoring of greenhouse gas emissions or carbon stocks and rates of change of these emissions or carbon stocks.</p>
NAMAs	<p>Nationally Appropriate Mitigation Actions: voluntary or mandatory action by a developing country to reduce its carbon emissions in line with its economic, environmental, social and political context (CIFOR)</p>
New Permanent Forest	<p>Forests established on non-forested lands and maintained as permanent forest into the future. New permanent forest can include plantation forest that is intended for clear felling, provided the forest is replanted after felling and the land is maintained as forest land in perpetuity. Carbon stocks will rise and fall with the growing and harvest cycle and will remain higher (on average) than non-forest land that preceded it. Other forms of establishing new permanent forest include the re-establishment of natural forests through rehabilitation, where there is no intention to remove the forest in the</p>

	future.
Non-forest	Areas which are outside “forests” but excluding wetlands, peatlands, and indigenous palm stands
“No regrets” approach	Refers to seeking social/economic/environmental policies and investments that promote growth and broad-based poverty-reducing sustainable development whether or not climate change is manifested.
Permanence	The longevity of a carbon pool and the stability of its stocks (UNFCCC)
Reforestation	The direct human-induced conversion of non-forested land to forested land through planting, seeding and/or the human-induced promotion of natural seed sources, on land that was forested but that has been converted to non-forested land. For the first commitment period, reforestation activities will be limited to reforestation occurring on those lands that did not contain forest on 31 December 1989 ((UNFCCC Definition))
Reference levels / reference emission levels	<p>A benchmark or baseline against which the world, a country, or a region can measure its future progress (or lack thereof) in reducing emissions and sequestering carbon.</p> <p>RLs and RELs are two related terms but there is still no clear definition for either one or an explanation of how they differ. To avoid the RL vs. REL debate, the two terms are currently used synonymously.</p>
Safeguards	Safeguards for REDD+ are included in the Cancun Agreements to ensure that REDD+ actions do not cause negative social or environmental impacts. Safeguards can be broadly understood as policies and measures that aim to address both direct and indirect impacts to communities and ecosystems, by identifying, analyzing, and ultimately working to manage risks and opportunities. If designed and implemented appropriately, safeguards can help REDD+ provide a suite of co-benefits. (IISD, 2011).
Sustainable Forest Management	The stewardship and use of forests and forest lands in a way, and at a rate, that maintains their biodiversity, productivity, regeneration capacity, vitality and their potential to fulfil, now and in the future, relevant ecological, economic and social functions, at local, national, and global levels, and that does not cause damage to other ecosystems. (FAO)
UNCSICH	The UN “Convention for the Safeguarding of the Intangible Cultural Heritage” - adopted by the General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO) meeting in Paris on 17 October 2003.
UNDRIP	The UN “Declaration on the Rights of Indigenous Peoples” - adopted by the General Assembly on Thursday September 13 2007. In April 2009, 182 States from all regions of the world reached consensus on an outcome document.